

Law Enforcement News

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Repeating a study, if not its results

Five projects rethink domestic-violence response

By Jacob R. Clark

A decade ago, a landmark study of police response to domestic violence suggested that arresting offenders better deterred future violence than such non-arrest tactics as separating the couple for a period of time or having police mediate the problem.

But replications of that Minneapolis experiment which were undertaken to test its conclusion that "arrest works best" now offer no better than mixed evidence in support of that initial observation. In fact, findings from three of the follow-up studies suggest that arrest may actually backfire in some cases, making suspects more hostile and increasing the likelihood of subsequent violence against the same victim. The finding appears especially valid for offenders with little or no stake in social conformity, such as the unemployed.

Two replication studies, on the other hand, offer evidence that arrest does deter future violence among most couples.

The findings have ominous overtones for the many states that have legislated mandatory arrest in misdemeanor domestic violence cases, and pose complex questions about the kind of policies that should be adopted to deal with what is probably the most common form of violence confronted by police in this country.

The replication studies had been called for by the Minneapolis researchers, who urged further analysis of their results before wide-ranging statutory and policy changes were made. The studies, funded in 1986 by the National Institute of Justice, were conducted in Milwaukee, Charlotte, N.C., Colorado Springs, Colo., Dade County, Fla., and Omaha, Neb.

All of the studies focused on "treatments" — arrest or non-arrest actions taken against offenders at the scene when police arrived. In Omaha, a second experiment was conducted to determine whether issuing an arrest warrant to an absent offender might deter future violence.

No Simple Answers

The five sites have reported their findings, but unlike the Minneapolis study, which generated major press coverage nationwide, few have actually been publicized. Richard A. Berk, a professor of sociology at the University of California-Los Angeles who served as a consultant to the Colorado Springs Police Department during its replication, said the findings were underpublicized because they "are not simple."

"The reason why you haven't seen much [about the replications] is because there is no simple, straightforward story from these studies," Berk said in a LEN interview. "The findings differed across cities. It's not as if there's

a blanket statement about what will work for everybody."

More than the findings differed. The methodologies varied from one city to another, and from the original Minneapolis study. Within individual cities, findings may have varied depending on the data source used — police records or victim interviews.

Only the Colorado Springs and Metro-Dade studies tended to support the findings of the Minneapolis experiment. In Colorado Springs, four treatments were randomly assigned: police arrested the suspect at the scene and gave an emergency protection order to the victim; the suspect was not arrested, but taken to the police station for immediate crisis counseling, while the victim was given an order of protection; police issued an emergency protection order only, or they simply restored order at the scene and advised the suspect he could be arrested for the offense in the future. More than half of the suspects had committed "verbal" crimes such as harassment and menacing, while 38 percent of the cases involved an actual assault.

Victims Have Their Say

The official data from the Colorado Springs experiment showed that arrest did not deter recidivism by suspects, but victim interviews seemed to tell another tale. According to the 58 percent of the victims who were questioned by researchers six months after

the initial incident, arrest did provide a deterrent effect. "Basically what we found was that [arrest] didn't do any harm for the people who had a lot to lose — a job and so on," said Berk. "Then, as a deterrence, it worked. Otherwise, it was just kind of a wash."

The Metro Dade experiment, which was coordinated by Police Foundation research director Antony Pate, offered perhaps the most concrete evidence of the deterrent value of arrest. Cases were randomly assigned to arrest or non-arrest intervention. In a second stage of the experiment, victims were randomly assigned to receive follow-up intervention, assistance and referrals from a Safe Streets Unit, made up of detectives and supervisors specially trained to handle domestic violence cases. The unit, which was eventually disbanded, "had no effect of any sort," said Pate, because it was left up to victims to actually seek help.

In Dade County, researchers found that only 10.9 percent of the suspects who were arrested went on to repeat violence, while 18.3 percent of the suspects who were not arrested committed further violent acts. Six-month follow-up interviews with victims showed that 14.6 percent of those arrested repeated violence, compared to only 26.9 percent of the unarrested suspects.

Any deterrent value seemed to

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Over State Police opposition, Maryland Legislature weighs curbs on police use of radar

Maryland could become the second state in the nation to regulate the use of police radar because of concerns about possible health effects from the long-term use of the devices.

Under a measure introduced in the state House of Delegates, law enforcement officers would not be "required or requested" to operate radar devices utilizing "radio microwaves" to measure the speed of a moving vehicle unless the devices are placed "in an unenclosed area" and "the officer is not in physical contact with the device while

it is in operation."

It is the second time the measure has been introduced before the Legislature. A similar bill last year failed to win approval. State Police officials oppose the legislation, saying they have taken precautions in recent years to protect personnel from possible health risks.

The bill was the subject of a March 5 hearing before the House Judicial Committee, during which representatives of the Maryland Troopers Association and the International Brotherhood of Police Officers testified in support of the measure. The IBPO was instrumental in last year's passage of a Connecticut law that banned police use of radar guns across the board and required adjustments for two-piece models to limit the exposure to low-level microwave radiation emitted by the devices.

"There is mounting evidence that prolonged occupational exposure to the electromagnetic radiation results in serious physiological and epidemiological effects," said Chris Sullivan, the legislative director of the 40,000-member IBPO, in testimony before the committee. "The radiation from hand-held radar has been suspected of dis-

rupting physiological processes, such as the immune system and the cardiovascular system. This results in increased susceptibility to disease, including cancer. The IBPO believes a clear link exists between prolonged occupational exposure to traffic radar units and subsequent development of cancer."

Sullivan said "much anecdotal evidence" exists nationwide to link the use of hand-held radar units, which officers typically rest in their laps when not in use, and the development of testicular cancer.

Two-piece modular radar devices may pose a threat when antennas are mounted in the cruiser behind an operator's head, Sullivan added. "Again, there is anecdotal evidence nationwide of the development of eye cancers, brain cancers [and] shoulder cancer," he said.

Sullivan maintained that the Connecticut law has not led to decreased traffic enforcement and more accidents, or a reduction in revenues from speeding tickets, as opponents have claimed.

The IBPO is "convinced of more than a chance relationship" between the long-term use of radar and cancer in law enforcement officers, Sullivan said

in urging the committee to support the bill. "Legislation such as that which was enacted in Connecticut costs very little, does not jeopardize traffic safety enforcement programs, and very well may save lives," he said.

State Police Cpl. Robert Stein, a 25-year veteran who is the radar supervisor of the agency's Training Division, said the bill is unnecessary because State Police officials have taken precautions aimed at ensuring the safety of its 800 radar operators.

"The way we've treated the allegations about radar was to educate and train our troopers," Stein told LEN. "We feel that we have one of the safest radar programs in the country."

About 200 two-piece and 50 hand-held radar units are used by the agency, said Stein. Officers operating the hand-held units are instructed to "treat [them] just like handguns — point the barrel away from the body, and I encourage the guys to use the transmission-hold switches. That way you won't be emitting a radio signal until there's a speeding vehicle coming down the road."

Stein said if the antennas of two-piece models are placed on the dash-

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What They Are Saying:

"I've been a radar operator for 24-plus years. My hair hasn't fallen out, my testicles haven't shrunk up and I'm in pretty good shape. If I find out that radar is unsafe, I'll be the first one to cry wolf so everybody can hear it."

— Maryland State Police Cpl. Robert Stein, testifying against a proposal to curb the use of radar devices by police in the state. (11:5)

Around the Nation

Northeast



CONNECTICUT — Operation STOP, aimed at curbing liquor sales to minors, began March 16. The effort involves police chiefs, a substance-abuse group and liquor stores in the Naugatuck Valley. Participating stores have agreed to require purchasers of alcohol to show two photo ID's.

DELAWARE — The Wilmington police union has rejected Police Chief Samuel Pratcher's plan to replace two-person patrol cars in high-crime areas with solo patrols. Pratcher contends that one-officer cars are just as safe, would cut response time and would allow more cruisers to be deployed.

DISTRICT OF COLUMBIA — The District Council will re-examine the city's sodomy statute and may increase penalties for stalking when it meets on April 7.

Federal prosecutors unsealed a new indictment against seven people suspected of being major figures in the Newton Street Crew drug gang. The suspects are accused of killing seven people.

MARYLAND — Prince George's County official say students are less rowdy on school buses when they think they are being watched. The county put black boxes with blinking lights on about half of the fleet, but only about 100 really have cameras to monitor student behavior.

For the third straight year, a Senate committee this month rejected Gov. William Donald Schaefer's proposal to ban the manufacture and sale of semiautomatic assault weapons. At a news conference, a frustrated Schaefer pointed an unloaded semiautomatic pistol at a reporter, saying, "I'll bet you wouldn't be laughing. I'll bet you wouldn't be smiling. I don't know what would happen to your pants, but I can imagine."

Citing a rash of homicides, Baltimore Mayor Kurt Schmoke asked the City Council to hike the city's surcharge on the state income tax from 50 percent to 52 percent to fund the hiring of 60 new police officers by Jan. 1.

MASSACHUSETTS — State correctional officials have raised the age limit from 30 to 40 to fill up spaces at the underused 260-bed boot camp prison in Bridgewater.

NEW JERSEY — The state Senate voted unanimously March 15 not to overturn the state's ban on assault weapons, which is said to be the toughest in the nation. The action, a major victory for Gov. Jim Florio, came on the heels of an Assembly vote to override Florio's veto of legislation to repeal the ban.

A report released this month said New Jersey has a higher arrest rate for violent crimes by juveniles than any jurisdiction except Florida, New York and the District of Columbia. Law enforcement officials in the state arrested 5,145 youths between the ages of 10 and 17 for violent crimes in 1991. The state's juvenile arrest rate was 753

per 100,000 youths in 1991, compared to 606 per 100,000 in 1986.

A jury on March 16 found three former Glen Ridge high school athletes guilty of raping a mentally retarded girl, in a decision hailed by observers as strengthening the rights of the mentally disabled. The victim, who was 17 at the time of the March 1989 assault, had an IQ of 64 and the mental capacity of an eight-year-old.

A 26-year-old repeat sex offender was sentenced March 12 to life in prison with no parole for 60 years for killing five women and assaulting two others in a crime spree that terrorized East Orange last year. Jerome Dennis, who spent 10 years in prison on rape and robbery charges, pleaded guilty Feb. 26 to four counts of murder, one count of manslaughter and two counts of aggravated assault.

NEW YORK — Reported crime in New York City fell in all seven major categories for the second consecutive year, the Police Department reported this month. Police statistics show that overall index crime dropped 7.8 percent last year, and homicides fell to below 2,000 for the first time since 1989.

The president of the New York City Housing Police Benevolent Association criticized a new anti-crime plan unveiled March 18, calling it "grossly inadequate." Timothy Nickels, who heads the 1,940-member union, said more cops should be hired instead of civilian security guards.

Bronx District Attorney Robert Johnson's no-plea bargain policy has resulted in the highest criminal case backlog in nearly 10 years, according to Administrative Judge Burton Roberts. More than 55 percent of the cases pending in Supreme Court are at least six months old, while 23 percent have been pending for over a year, he said.

Westchester County Executive Andrew P. O'Rourke announced a gun amnesty program March 18 under which the county will pay \$50 for an illegal handgun and \$25 for larger weapons like shotguns and rifles.

New York City Mayor David N. Dinkins's "Safe Streets, Safe City" police hiring plan has come under fire from community activists, real estate groups and union leaders who charge that \$432 million in new taxes has failed to put more officers on the street. They also charge that the city has reneged on plans to hire 3,000 civilians for the Police Department to free deskbound officers for street duties. The number of civilians has declined by 200, to 7,084, since the plan was launched.

The number of prisoners in New York City jails has fallen so sharply in the past year that the city's Department of Correction will soon turn over a 750-bed facility in upstate New York to state correctional officials. One reason for the decline in inmates is that police made 25,000 fewer drug arrests in the past two years, largely as a result of a policy that focuses on major dealers instead of street-level operatives.

Under a proposal by Gov. Mario Cuomo to make it easier to prosecute child molesters, victims would no longer be required to bring felony charges

within a five-year statute of limitation. Instead, they could notify authorities of the alleged crimes up to the age of 23.

A New York City police officer was convicted March 25 of killing a Brooklyn liquor store owner during a robbery in 1991. Robert Cabeza, 29, was found guilty of second-degree murder and five other charges in the death of Man Sing Chan, 41.

PENNSYLVANIA — At least \$1 million in security improvements will be made this summer at the Three Mile Island nuclear plant, prompted by a break-in by an intruder in February.

Officials of the now-disbanded Altoona Gospel Temple donated \$6,100 to the Police Department for providing traffic control at the facility.

VERMONT — DUI suspects who intentionally belch to prevent police from administering Breathalyzer tests will be treated as if they refused the test. News reports said that a judge invalidated a sobriety test taken too soon after a driver burped, prompting 10 others suspects to try the ploy.



ARKANSAS — Beebe Police Chief Harold Armstrong was charged with theft of property in connection with \$1,705 in funds missing from the Police Department's bonds and fines account. Beebe was voluntarily suspended with pay last month after an audit and a State Police probe uncovered the missing funds.

FLORIDA — Florida officials predict the state will lead the nation in the number of crimes reported in 1992. Statistics will show that nearly 1.1 million crimes — one every 28 seconds — were reported last year. Violent crimes, which occurred once every 3 minutes and 19 seconds, claimed 1,263 lives. Because of rising population, however, the crime rate per 100,000 residents actually declined 3.2 percent.

GEORGIA — An anti-stalking bill that was approved by the House this month is now headed for a Senate vote. It calls for the dismissals of officers who fail to notify victims that a stalker has been released from custody, but bars victims from taking legal action against officers.

A multiagency task force is investigating charges of police corruption after five officers from three Atlanta-area departments were charged this month in the murder of a strip-joint owner and a string of robberies. Investigators believe a ring may be responsible for as many as 18 burglaries last year, most involving stores and nightclubs. Riverdale police Officers James C. Batsel 4th, 30, and Mark Douglas McKenna, 27, were charged March 2 in the murder of Henry L. Jeffcoat, the owner of a nude dance club, at his Clayton County home in an apparent botched robbery. McKenna and Batsel were reportedly on-duty and in uniform at the time of the slaying. Two days later, William R. Moclair Jr., 30, a Fulton County sher-

iff's deputy who worked at the club as a security guard in his off hours, was accused of helping to plan the slaying. On March 5, Atlanta police announced the arrests of Officers Brett Morrill, 28, and Eric Hagan, 34, on charges of robbing a Home Depot store in Fulton County. Morrill allegedly committed the \$30,000 robbery while on duty.

LOUISIANA — New Orleans District Attorney Harry Connick confirmed that a grand jury is investigating four Police Department scandals, including a case involving two police officers accused of raping a female suspect. Connick said Police Supt. Arnesta Taylor is cooperating with the inquiry.

TENNESSEE — The number of teens who lost their driver's licenses because of drug- or alcohol-related offenses dropped from 3,089 in 1991 to 2,359 last year, officials said. The drop is partially attributed to the 1989 Drug-Free Youth Act, which lets officials bar teens from getting driver's licenses if they commit crimes between the ages of 13 and 17.

State Senator Bud Gilbert introduced legislation this month that would again allow police to make on-the-spot revocations of driver's licenses belonging to suspects who refuse a sobriety test. Under the proposal, drivers would be issued a 30-day permit and a chance to challenge the action.

VIRGINIA — Gov. L. Douglas Wilder signed a statute that limits the purchase of handguns to one per month, in what is being billed as an effort to rid the state of its reputation as a gun bazaar. The law, which takes effect July 1, was fiercely opposed by the National Rifle Association, which reportedly spent over \$300,000 lobbying for its defeat.

A panel of judges in Fairfax County is considering a proposal that would pull potential jurors from motor vehicle rosters instead of from voting rolls, in what is described as an effort to increase minority representation on juries. The panel is expected to issue a report on the proposal in June.

A Federal appeals court in Richmond ruled March 29 that the Constitution does not prohibit cruel and unusual prison conditions, only cruel and unusual punishment. The judges dismissed a lawsuit by inmates who were forced to sleep on the floor of a Portsmouth jail that was built for 197 inmates but now holds 475. The judges said that despite the overcrowding, the jail meets basic human needs.



INDIANA — The state Supreme Court ruled that adults who have repressed memories of childhood abuse at the hands of their parents can sue them years later. Previously, victims had only two years after turning 18 to sue.

Just one week after being freed on bond in connection with an armed stand-off with police, Jonathan Warnell slammed his car into a patrol car late this month, killing North Vernon police Officers Anthony Burton, 29, and

Lonnie Howard, 22. Warnell, 30, was in critical condition.

Henry County Jail commander Greg Conner was suspended without pay this month for keeping a female inmate at his home for three weeks. Conner said he was told the inmate's mental health would be harmed in jail.

A House committee approved a measure to strip localities of the power to regulate guns, in what is being billed as an effort to create more uniform gun laws throughout the state.

ILLINOIS — A Chicago man who was dubbed "the modern-day Al Capone" by police is back behind bars on armed robbery charges. Willie Lloyd, the self-proclaimed leader of one of the Midwest's most violent gangs, was convicted of killing an Iowa police officer in 1970. After serving time for the murder, Lloyd was driven out of the prison by a limousine.

KENTUCKY — The Calloway County school system began installing video camera boxes in its 45-bus fleet late this month in an effort to cut down on school-bus horseplay.

Hart County Sheriff Charles Lisenby was indicted this month on charges of theft and of secretly recording office conversations. Lisenby, who faces four Democratic rivals in a May primary, pleaded not guilty, calling the charges politically motivated.

MICHIGAN — A 15-year-old girl spent several days in custody this month for refusing to testify against a 51-year-old teacher who allegedly had sex with her. A St. Clair County district judge held the girl in contempt March 23 and ordered her jailed after she refused to testify against Thomas Patrick Dempsey at his preliminary hearing on charges of criminal sexual conduct.

Federal officials are investigating brutality complaints against the Monroe County Sheriff's Department, which have cost the city of Monroe over \$900,000 in settlements in one year. One man received \$600,000 after he was chained and his mouth taped shut as deputies beat him. Officials are said to be considering criminal and civil charges against the deputies involved.

OHIO — A deaf, mildly retarded man was reindicted and arrested again for a 1990 slaying that he reportedly confessed to in sign language. Fred Stanley, 19, was arrested March 19 at his Cumminsville home after a Hamilton County jury returned a murder indictment against him. Stanley had been held since being charged in August 1992 with the murder of an elderly woman, but was released earlier this month when a judge ruled he was incompetent to stand trial.

WISCONSIN — Pranksters tied up Wausau's brand-new 911 emergency service during its first week of service this month, according to Police Chief William Brandimore. Officials hope the novelty will wear off soon.

WEST VIRGINIA — Fishermen fearful that a bill to outlaw "stalking" would lead to a ban on "stocking" streams and ponds with fish called legislators to voice their opposition. Callers were reassured that the bill affects people being stalked, not fish being stocked.

Around the Nation



Plains States

MISSOURI — Frontenac Police Chief Benjamin Branch and three other officers returned to work March 24, after being acquitted of Federal charges of beating inmates to obtain confessions.

MONTANA — Former Baker Police Chief Don Denning pleaded guilty March 26 to charges of theft and evidence tampering. Denning, who was chief from 1984 to 1991, was accused of stealing city drug enforcement funds and forging a drug analysis report.

A controversial anti-stalking bill needs one more House vote before going to the Governor. The measure, which was stripped by a House committee of a clause that exempted abortion foes and labor unions, defines stalking as knowingly causing distress by repeatedly following, harassing or intimidating a person.

A bill giving tribal police and courts more jurisdiction on the Flathead Indian Reservation was killed by a House panel. Republicans, who opposed the measure, said lawmakers should stay out of an emotional local issue.

NEBRASKA — A joint investigation by Omaha police, the FBI and the Bureau of Alcohol, Tobacco and Firearms has resulted in what authorities say is the largest seizure of crack cocaine in Omaha history. Authorities seized over 11 pounds of crack with an estimated street value of more than \$1 million on March 18. Six suspects are in custody.

NORTH DAKOTA — Children's advocates criticized Gov. Ed Schafer's veto of the "Lap Law" bill that would have allowed a parent, relative or specialist to sit with a child witness during testimony in a criminal trial. Schafer maintained that state law provides adequate protection for children testifying in trials.

WYOMING — Child support payments can be withheld from the "incentive salary" paid to state prison inmates, the state Supreme Court ruled this month. Orland Glenn, who is serving a prison term for killing his ex-wife, challenged the payment order and now must pay \$100 of his \$103.50 monthly income for child support.

The state's anti-stalking law took effect just days after a Rawlins woman was fatally shot by someone who followed and threatened her before the March 3 slaying. Geister's ex-boyfriend, Richard Wales, was charged with first-degree murder in connection with the slaying.



Southwest

ARIZONA — Tucson-area wildlife officers seized rare animal pelts and

other items destined for a folk-medicine market in a raid that followed a two-year investigation. Two men face charges in the case.

A Tucson SWAT team armed with the latest in high-tech weapons and equipment hurled bricks and stones at the trailer home of a man who had fired several shots before barricading himself inside the structure. The racket apparently prompted Mark Allen Anderson to surrender. He was taken to a hospital for psychiatric evaluation.

COLORADO — A Boulder man convicted of sexually assaulting and prostituting four children was sentenced this month to three consecutive life terms. Prosecutors said Dennis Dunann photographed the children having sex with others, including their mother, and also sold them for sex with strangers.

NEW MEXICO — The House has agreed to Senate-backed amendments to the Children's Code bill and sent the measure to Gov. Bruce King. The amendments create new categories of juvenile criminals, and youths between the ages of 15 and 17 charged with serious crimes will be tried as juveniles but given adult sentences.

OKLAHOMA — The state Corrections Department said this month it would ask the state Pardon and Parole Board to consider parole for all non-violent inmates within six months of release in an attempt to relieve prison overcrowding.

TEXAS — The state Senate approved legislation this month that would make the murder of a child under age 6 a capital offense punishable by a life term or death. The Senate also approved a bill that would require the suspension of driver's licenses for those convicted on felony drug charges. It also approved another bill that would set up drug-free zones around schools and public swimming pools. Penalties against violators would double under the proposal, which now goes to the House.

Former Fort Worth police officer John Yarbrough, 46, who was sentenced to death in the robbery-slaying of Jerry Shaw, 29, won a new trial after the state Court of Appeals this month ruled that his initial trial was replete with errors.

A Mexican convicted of killing a Dallas police officer a decade ago was executed by lethal injection March 25, despite pleas for mercy from the Vatican and the Mexican Government. Ramon Montoya, 38, was convicted of fatally shooting Officer John Pasco in January 1983.



Far West

CALIFORNIA — Garden Grove Police Officer Howard Dallies Jr., 36, was shot to death March 9 during a traffic stop. Dallies was the fourth Southern California police officer shot on duty since Feb. 22, and the third to die from his wounds.

A human relations commission said

that racially motivated crimes against blacks in Los Angeles jumped from 351 in 1991 to 434 in 1992 — a 23.6-percent increase that is blamed partially on fallout from last year's riots after the acquittals of police officers involved in the Rodney King beating.

TV news reporters this month delivered to authorities two men wanted for questioning in the Feb. 22 murders of Compton police officers James MacDonald and Kevin Burrell. KCAL-TV anchorman Larry Carroll escorted Alfred Lopez to the Carson sheriff's station on March 21. Lopez was booked for attempted murder in an unrelated case. On March 17, Jeffrey Paul Edwards was brought in by TV reporter Warren Wilson and was charged with an unrelated murder.

Los Angeles city attorneys asked a Superior Court judge to impose a night curfew on about 400 members of the Blythe Street Gang and limit their movements during the daytime. The ACLU objects, saying that the plan would bar youths from engaging in legal activity. A ruling was expected by early April.

IDAHO — The state Senate upheld Gov. Cecil Andrus's veto of a bill that would have given prosecutors and their deputies the option to retire at age 55, a choice allowed to firefighters and police officers. Andrus maintained that prosecutors don't face the same kind of stress and dangers as the public safety personnel.

WASHINGTON — The FBI will hold a public meeting April 8 to discuss the unsolved murders of 13 women — 11 of them Native-Americans — whose remains have been found on the Yakima Indian Reservation since 1980. The bureau does not believe the killings are related.

The House approved a pair of bills March 8 that would ban guns from courthouses, allow local governments to destroy seized firearms and require gun dealers to offer trigger-locking devices on firearms they sell. The Senate also passed a measure authorizing the destruction of seized weapons.

S. Carolina prosecutor to parents: you raised 'em, we jailed 'em, you pay

At least one South Carolina prosecutor is taking advantage of a state statute that requires parents to support their children under age 18 — by having the parents of children held in custody for various crimes pay for the costs of housing and feeding them.

The unusual tack was affirmed in a Feb. 24 order by a Richland County Family Court judge, who directed four women with children living in juvenile detention facilities to pay for their children's upkeep in custody. Judge Abigail Rogers ordered two women to pay up to \$34 a week, while two others were told their welfare checks would be recalculated to reflect that one less child was living at home. If they fail to foot the costs ordered by the judge, the women could face fines and up to a year in jail.

"Maybe we can't motivate them out of love and affection," said Richland County Solicitor Dick Harpootlian, who sought the order. "But maybe avarice is

NYSP takes action on crime evidence

Spurred by investigator's misconduct

New York State Police officials have unveiled sweeping changes in the way the agency handles evidence and verifies fingerprints, as it continues to investigate a scandal in which an investigator admitted he fabricated fingerprint evidence in at least four cases.

The new guidelines, which are described by State Police officials as among the most stringent in the nation, call for the presence of at least two investigators at each crime scene and for more extensive supervision of investigations by senior officers.

The changes stem from a scandal involving David L. Harding, a former investigator with Troop C, who last year admitted fabricating fingerprint evidence in at least four cases. Harding, whose tampering was never detected by supervisors, was caught after he disclosed the wrongdoing during a job interview with the CIA.

Harding, described by his colleagues as one of the agency's rising stars, is now serving four to 12 years in prison. Robert M. Lishansky, his former partner, is also charged with tampering. Probes involving other officers are continuing.

Previously, State Police guidelines permitted a single investigator from a troop's identification unit to search for fingerprints without any direct supervision. Now, a senior officer in each of the agency's 12 troops will be assigned to oversee all crime-scene investigations. At least two investigators will be required to sign all crime-scene reports and verify procedures used to obtain fingerprints. The new guidelines instruct investigators to photograph any fingerprints found on an object or surface before attempting to lift them.

A new headquarters unit will make spot checks to ensure that the new procedures are being followed.

About 100 officers were to begin receiving new training incorporating the procedural changes this month. State Police officials announced the changes March 8, with full implementation expected in a few months.

Lieut. Col. Raymond G. Dutcher, an assistant deputy superintendent of the 4,000-member force, said the new rules to ensure the integrity of finger-

print evidence are among the toughest in the nation. "There's no other state that we're aware of going to this extent in terms of the level of co-verification and supervision," he told The New York Times. "It's important to us that people know that evidence handling is going to be done correctly, that there's a system of checks and counter-checks."

Nelson Roth, the special prosecutor appointed to probe the evidence-tampering scandal, gave his marks to the changes. But he added that if the guidelines had been in place earlier, "we probably wouldn't have the situation we're dealing with now."

Meanwhile, lawyers and law enforcement officials say the scandal has cast a shadow over criminal trials in central New York State and is complicating the work of prosecutors because jurors may find police officers less credible as witnesses.

"There has been a fundamental unraveling of the basic trust that everybody in the system relied upon," Roth told The Times. "The police have to defend really elementary points that jurors previously took for granted."

One recent case, involving an accused rapist who was positively identified by the victim and linked to the crime by DNA testing of semen stains, resulted in a hung jury. Jurors reportedly were critical of the handling of evidence, some of which was left in the unlocked trunk of a police cruiser.

While State Police officials were not involved in the investigation, Ithaca Police Chief Harlen McEwen said he believed the scandal affected the jury's decision. "When somebody does something like David Harding did, people say, 'I knew that. The police do that all the time,'" he told The Times. "The problem is, people generalize too much, and there isn't much we can do about that."

Benjamin Darden, who represented the rape suspect, Larry D. Brown, said the defense would have been "far more difficult" before the scandal. "To try and convince a jury that police officers were doing something wrong was always scoffed at, but this thing has shown they can have ulterior motives," he said.

a stronger motive."

Charges against the youths range from probation violations to murder. All were being held in the Richland County Detention Center, pending court hearings, or were awaiting the results of evaluations by the state Department of Youth Services.

Prosecutors say they expect an increasing number of similar orders to parents of wayward youths, saying the payments will help ease the costs of confining juvenile offenders. Harpootlian said it costs about \$30 a day to keep someone in the county jail and up to \$100 a day for state detention.

Hunter Hurst, the director of the National Center for Juvenile Justice in Pittsburgh, told The Associated Press that the practice of ordering parents to help pay for the costs of incarcerating their children is already required in some states. While the amounts paid by parents are minuscule compared to the

per-capita costs of operating juvenile detention facilities, Hurst said such orders are an effective way of telling parents that they are responsible for their children's actions. "They aren't a social contract, like marriage, that you can decide you don't like," he said.

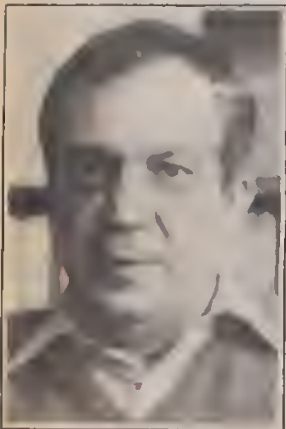
The child support payments will go either to the county or the state, depending upon which has jurisdiction over the facility holding the child when the payments are ordered. The amount that parents must pay is calculated from a Department of Social Services formula based on what a parent can afford.

Harpootlian said that the payments will not be reimbursed if a child is found innocent of the charges against him, because the state will still have spent the money for custodial care of the child. He added that he plans to continue to request the payments for the parents of juveniles who are convicted and sentenced to prison.

Ex-sheriff Duffy dies

John Duffy, 62, who was Sheriff of San Diego County, Calif., for 20 years, died of a heart attack March 21 in El Salvador. Duffy had been serving as the principal adviser to authorities trying to organize a civilian police force in that war-torn country.

Duffy, who retired in 1991, administered the San Diego department during a period of immense growth. When Duffy became sheriff in 1971, the agency had 670 employees, one jail and



John Duffy
In the line of duty.

a budget of \$9.8 million. The department now has over 3,000 employees, six jails and has a budget of nearly \$122 million.

Duffy began his law enforcement career in 1953 as a San Diego deputy sheriff.

In December 1990, Duffy announced he would not seek an unprecedented sixth term, saying the local press had driven him from office by publishing allegations that he had used public monies to pay for a security system in his home. Shortly before his retirement, Duffy once again came under fire for failing to deposit more than \$300,000 in seized drug assets into the county treasury, instead setting up a secret, separate account for the funds. Duffy's action violated a county ordinance requiring that money be deposited in the county treasury and that expenditures from the proceeds be approved by the Board of Supervisors.

Trail of intrigue leads to Philippines

Ex-San Francisco cop probed in sale of intelligence data

A former San Francisco police inspector, who abruptly retired and is now living on a remote Philippine island, denies allegations that he profited from selling secret police intelligence information to foreign agents, and called the FBI probe into the charges "the biggest witch hunt and wild goose chase I've ever seen."

Tom Gerard, who was a member of the San Francisco Police Department's now-defunct intelligence unit, said he is puzzled as to why he's being investigated by "friends and guys I've worked with for 25 years."

In an exclusive interview with The San Francisco Examiner, which tracked his whereabouts to Palawan in the central Philippines, Gerard said: "The sons of bitches are trying to put me in prison for the rest of my life. That's why I decided to leave the country. As long as I sit here, they can't get me."

Gerard left the country in November, leaving behind a written request for early retirement from the Police Department — as well as his wife and child, who are still living on his Sausalito houseboat. The Pacific

island nation has no extradition treaty with the United States.

The 50-year-old Gerard is at the center of an FBI probe into whether he sold to Israeli and South African intelligence agents information he had gathered while investigating links between local residents and Middle Eastern terrorist groups. Citing unnamed sources familiar with the case, the newspaper said the probe is focusing on whether Gerard sold information on anti-apartheid groups to a South African operative, who allegedly passed the data to intermediaries of the Israeli government.

Gerard, who served for three years as a contract employee for the CIA, is also the target of a criminal investigation by San Francisco District Attorney Arlo Smith. Details of both the FBI's and District Attorney's investigations are scant because neither law enforcement agency is talking.

Gerard compiled extensive information from law enforcement agencies around the country and his own long-running investigations of local links to the Palestine Liberation Organization and other groups involved in anti-Is-

raeli terrorism. Some of Gerard's files, which were kept on a home computer, were reportedly seized by police conducting a search of his houseboat. Authorities also served the San Francisco and Los Angeles offices of the Anti-Defamation League of B'nai B'rith with search warrants, looking for law enforcement materials that may have been passed to the group by Gerard.

Gerard told The Examiner that he believes a lost FBI file on the Black Muslim organization may be the catalyst behind the case against him, but he denied selling any police information. Gerard said his frequent visits to the San Francisco field office of the FBI may have made him suspect in the theft of the report.

Gerard told The Examiner that a key player in the case is a self-styled private investigator named Roy Bullock, whom he introduced to the FBI. Gerard says Bullock was an informant and friend with whom he shared law enforcement information. They met in the ADL's San Francisco office in 1985, shortly after Gerard rejoined the Police Department upon his return from CIA duties in El Salvador. Bullock, a paid

investigator for the ADL, according to Gerard, helped San Francisco authorities snare Coy Ray Phelps, a deranged neo-Nazi suspected of bombing synagogues and black studies classrooms.

Why is the FBI attempting to "barbecue" Gerard, as he puts it? He pointed to the historic rivalry between the FBI and the CIA or maybe a heated argument between an FBI official and an executive of the ADL's national office. But it was a visit by an FBI official who warned him that he faced a "lifestyle change" for "10 or 15 years" prompted Gerard to opt for early retirement and leave the country.

Gerard said he went to the Philippines because he had once held a moonlighting security job for Philippine Airlines, had taken several vacations to the country, and grew fond of it. But Gerard concedes his life in the Philippines has been no vacation. "It was hardest a couple of weeks here before Christmas, being here by myself," he said. "My life, my family, everything is just hanging in the balance here."

The revelations about what one county official termed a "slush fund" helped scuttle Assistant Sheriff Jack Drown's bid to succeed Duffy. Drown's opponent, sheriff's Capt. James Roache, criticized Drown, saying he was close enough to Duffy have known about the secret fund.

Duffy, a past president of the Police Executive Research Forum, was also a member of the advisory board of the National Institute of Justice, and served on the board of directors of the National Sheriffs' Association.

Parting volleys

Outgoing U.S. Attorney Stephen Markman, whose jurisdiction includes Detroit, said his successor will have his hands full trying to mend fences with the Detroit Police Department, adding

that improving the strained relationship ought to be one of his successor's highest priorities.

Markman early this month blasted the relationship between Federal law enforcement agencies and the Detroit Police Department, claiming that street officers risk their jobs by working with Federal authorities. "No city can afford this kind of problem," Markman said. "This city is in serious trouble, and it is the people who are suffering. It's time we came out and told people clearly what's going on."

James Mitchell, an aide to Markman, told The Detroit Free Press that the spirit of cooperation between Federal law enforcement agencies and the Police Department had eroded so much that police won't accompany Federal agents during the execution of warrants. "We used to ask Detroit to be there for both security and as a courtesy," he said. "Now if we call over to tell them we are executing a warrant, they just tell us: 'Put it in writing, and give us 10 days' notice.'"

Markman told LEN that his remarks, which came on the eve of a conference sponsored by the Alliance for a Safer, Greater Detroit, a broad-based coalition of law enforcement and community officials, were made out of years of frustration over his dealings with the Police Department and were based "on hundreds of discussions with [officials] of those other agencies."

"What prompted my remarks is that this community suffers a great deal because of the lack of any kind of a strong cooperative relationship between its Federal and local law enforcement officials," he said.

Markman, who submitted his resignation in January, said some of the ill will stemmed from his successful prosecution last year of former Police Chief William Hart, who was convicted of tax evasion and stealing funds from an undercover police fund. The situation has apparently not improved under Hart's successor, Stanley Knox.

"We feel that we've made a number of overtures to the Police Department

over the years, and I think at this point, I don't know what we can do. We've continued to try to make overtures to establish better relationships, and on some fronts it's been effective and on other fronts, it hasn't been," he said. "My principal words to my successor would be that establishing a better Federal/local law enforcement relationship ought to be very high on his list of priorities."

Robert Berg, the press secretary to Mayor Coleman Young, said Markman's recruitment of former civilian police official Kenneth Weiner, a convicted felon, to bolster the Government's case against Hart went a long way toward poisoning the already sour relationship.

Markman turned Weiner "loose to steal over a million dollars while Weiner was working for him and the FBI," Berg told The Free Press. "He stole over a million dollars from the Police Department and attempted to entrap the Mayor. How does [Markman] expect people to react?"

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The key to community policing

Residents respond to co-op effort

Most of the community policing success stories have come from medium-size to large cities, like Newport

BURDEN'S BEAT

By Ordway P. Burden

News and Norfolk, Va., Madison, Wis., Seattle, Houston and New York. But the idea applies to small communities, too, as the Monroe County, Fla., Sheriff's Department has demonstrated.

Monroe County includes the Florida Keys — that string of small barrier islands running southwest like a necklace from the Miami area. The glitzy jewel in the necklace is Key West, an upscale tourist haven. Its next-door neighbor is Stock Island, a decidedly downscale community of 5,000. For some years, Stock Island had a well-earned reputation as a haven for drug dealers and prostitutes and, literally, as a garbage dump.

Over the years there had been sporadic cleanups of trash, and of course the sheriff's department had made arrests of drug dealers and prostitutes. But all such campaigns were short-lived and ineffective for the long haul. About two years ago, Sheriff Richard D. Roth decided to change that picture by applying community policing methods to Stock Island.

The first principle is to enlist the community in the effort. To do that, Sheriff's Capt. Jenny Bell-Thomson, commander of the 40-officer district that includes Stock Island, spearheaded the formation of the Stock Island Neighborhood Improvement Project and called upon the resources and expertise of various county agencies. "We held a well-attended town meeting to inform residents of our plans and to solicit their support," Captain Bell-Thomson explained. "We went door-to-door in the most troubled trailer parks to educate citizens on how they could handle everything from animal complaints to zoning problems."

"A representative from the county zoning office inspected every trailer and explained to the owner or renter how to fix problems," she continued.

"The fire marshal's office educated them on fire safety. The health department gave them literature on available medical services. County waste management authorities advised them how to dispose of garbage properly. Kits of literature were printed in English and Spanish and distributed to every person we talked to."

The next step was a one-day cleanup of the island by some 100 volunteers, including Navy personnel from a nearby station, 25 offenders who had been sentenced to community service, and Sheriff Roth himself. In a clean sweep of the small island, the volunteers picked up 102 tons of waste, an additional 15 tons of major appliances which had been left to rust, and abandoned vehicles. The county waste management agency furnished heavy equipment and other materials. One of the dump sites will be the island's first park.

At this point, the Sheriff's Department had been heading the project for several months and had done very little that is usually associated with police work, although investigators had been probing drug dealers. Soon after the island cleanup, sheriff's deputies began arresting drug dealers who had sold drugs to undercover officers. The first sweep netted 19 dealers in one day.

The sweep was followed by letters from the Sheriff's Department to the owners of properties where drug deals had gone down. "We informed them of the possibility of seizure of their property, but that we would make every effort to assist them in their efforts to avoid such a result," Captain Bell-Thomson said. "Many of the dealers were evicted. Those that weren't and continued selling after their release from jail were the renewed focus of enforcement."

Today, she added, the crime rate has dropped significantly on Stock Island. Burglaries decreased from 154 in 1991 to only 45 last year. Assaults were fewer, and the drug traffic and prostitution were way down, too. "We continue to conduct street-level reverse stings for both drugs and prostitution," Bell-Thomson said.

She was heartened by a remark at a



Sheriff Richard Roth (far right) and members of the Monroe County Sheriff's Department join with the community to pick up garbage.

town meeting the department held on the project's first anniversary because, she said, it showed that the project succeeded in empowering Stock Islanders to handle problems without help from the Sheriff's Department.

"A non-believer in the crowd asked in a rude, accusatory manner how the Sheriff's Office planned to keep the soon-to-be-built park free of drunks and drug dealers," the captain recalled. "Before I could answer his question, a woman resident jumped up and said, 'We will keep the park clean. This is OUR neighborhood and OUR park, and we will see to it that it doesn't turn out like other parks in the county. We don't always have to call the Sheriff's Office when together we can accomplish what needs to be done.'"

"She got an ovation."

The community policing project has had offshoots — the Stock Island Business Association, made up of business people who started a crime watch, a youth group headed by a deputy, a beautification program, and an annual festival. It has also turned around the thinking of many in the Sheriff's Office, not all of whom originally were sympathetic to community policing. "The most important thing we did was make sure that everybody bought into it," Bell-Thomson said. "Without our sergeants and deputies being so enthusiastic and dedicated to the work, it



After a day spent cleaning up Stock Island, these local youngsters were rewarded with a glass bottom boat ride to a nearby reef, donated by the boat owner.

never would have happened."

It's important, too, that officers are recognized for their work in community policing, she said. Tangible rewards can't be given, but the department takes every opportunity to recognize excellent service, the captain said.

(Ordway P. Burden is president of

the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 24 Wyndham Court, Nanuet, NY 10954-3845. Seymour F. Malkin, the executive director of LEAF, assisted in the preparation of this article.)

Taking the joy out of joyriding:

NJ seeks tougher stand against juvenile car thieves

Penalties for crimes involving motor vehicles, particularly those committed by juveniles, should be dramatically toughened in New Jersey, according to a report by a legislative task force seeking ways to cope with an epidemic of car thefts and related crimes.

Proposals by the six-member task force would take vehicular offenses committed by teens out of the jurisdiction of juvenile courts. First-time offenders — no matter how young — could be sentenced to boot camp detention facilities. Those who steal cars for joyriding or attempt to elude police while driving a stolen vehicle would face up to 10 years in prison.

The proposals are meant to put a lid on the rash of motor vehicle thefts plaguing the state, which, in some cases,

have resulted in deadly chases and police shootings of young suspects. Five of the top 10 U.S. cities ranked per-capita for car theft are in New Jersey, with Newark heading the list.

According to State Police statistics, juveniles are responsible for 60 percent of the motor-vehicle thefts in New Jersey, and a typical car thief is 16 years old. In 1991, the last year for which figures are available, 71,868 vehicles were reported stolen in New Jersey.

Under current laws, juvenile offenders are arrested dozens of times without ever serving jail time. Instead, they are often placed on probation, ordered to pay fines or enrolled in a residential or vocational program. Critics charge that even repeat offenders often walk away from courts with probation. There are

no mandatory penalties for any juvenile offense, including those involving motor vehicles, and the maximum sentence a juvenile can receive is two years.

"Kids who are old enough to steal cars are old enough to face severe consequences," said Assemblyman Jay Lustbader, the task force's co-chairman.

The proposals call for the creation of two new offenses involving motor-vehicle theft — joyriding in a reckless manner resulting in injury; and using a stolen auto to commit a serious crime, including robbery, aggravated assault or manslaughter. It also recommended elevating offenses like joyriding and eluding a law enforcement officer from a disorderly-conduct offense to a fourth-degree crime, punishable by up to six

months imprisonment, a fine of up to \$1,000 or both. For offenses involving injury or death, perpetrators could be sentenced to five to 10 years in prison.

Under current New Jersey law, automobile theft that does not involve injury, death or major property damage is considered a minor crime, punishable by up to 18 months in prison or a \$7,500 fine or both. A third-degree offense is punishable by three to five years in prison or a \$7,500 fine or both.

Under the task force proposals, auto-related offenses involving juveniles would be tried in adult courts, including those offenses involving theft and joyriding. Judges would have the option of sending convicted juvenile offenders to a boot-camp facility. Another proposal would require parents to

make restitution for their children's car thefts if they "do not reasonably supervise and control the children."

The proposals, which grew out of nearly 50 bills introduced by lawmakers to deal with the problem, are expected to win swift approval in the Legislature, where all 120 members face re-election this year. While the Republican and Democratic members of the task force agreed on increased penalties for car thieves, they clashed over a Republican proposal that would grant immunity from civil liability to law enforcement officers involved in pursuits that result in injury as long as the officers complied with state guidelines. That proposal will be presented to the Republican-controlled Legislature as a supplement to the main report.

He provides police services to a city of close to 5 million people. He's also in charge of the correctional facilities, traffic enforcement and fire services. He reports to national authorities for some things and local authorities for others. He does all this in the midst of severe economic strife and political tumult. This adroit man of many hats is General Arkady Kramarev, the chief public safety official of St. Petersburg, Russia.

Like many of his American counterparts, Kramarev went up through the ranks — sort of. After graduating from St. Petersburg University (then Leningrad University) in 1960, he joined the police service — the militia — with the rank of lieutenant, which in Russia is the lowest officer rank. He rose to the rank of colonel and stayed at that rank for 15 years — an unusually long time, he notes.

Kramarev became the head of the police service some two years ago. The appointment, he says, was unexpected, since prior to the breakup of the Soviet Union, such a position always went to a Communist Party official. But as the country changed so did the method of selecting the head of the militia. The appointment was all the more surprising, according to Kramarev, since he was "only the deputy head of the investigation division, not the deputy of the whole department." Although he bypassed others when he was promoted to General, his colleagues "didn't envy him at all; they pitied him." The sympathies of his colleagues were due not only to the chaotic changes taking place in the country; they stemmed as much from the absence of laws to accommodate a democratic political system and a capitalistic economy.

Kramarev complains, for example, that Russia does not currently have laws against pornography, despite public demands for such legislation. A similar lack of workable customs controls also has Kramarev deeply concerned about what he calls "wild exports." "There are no regulations on exports. A lot of raw materials go out of the country and nobody can stop it." Kramarev compares the situation to that of 19th century America: Migt — in this case, firearms — makes right.

More and more Russians have guns, and many of the illegal weapons in Russia are a result of the problems in the military. As the Soviet Union began to disintegrate in 1991, many ethnic Russian military personnel simply took their weapons and headed home to Russia from their bases in outlying republics. But the primary crime problem in Russia, in Kramarev's estimation, is a dramatic increase in property crime. While police departments in many American cities have long given up on investigating all property crime, the St. Petersburg police are obligated to investigate all such complaints. Kramarev says he will get a call from a city official that says, "Somebody stole a camera from Citizen N's car, and the police didn't do anything about it. Report to me what you are going to do about it."

As a police chief, Kramarev encounters many of the same problems facing his American counterparts, notably resource allocation, corruption, excessive force, dwindling budgets, and ever-present political considerations. The greatest difference from the West is perhaps in the magnitude of the problems during the period of upheaval now gripping Russia. His greatest hope "is that the Russian politicians will sooner or later end their political fighting... and pay some attention to the population of their country."

And you say your job is tough?



A LEN interview with

Gen. Arkady Kramarev of St. Petersburg, Russia

"We say that we have the same kind of economy and laws now as it was in the United States 150 years ago. The one who's got the gun, he's the right one."

**Law Enforcement News interview
by Marie Simonetti Rosen**

(On-scene interpreter: Vladimir N. Kirdeyanov,
Third Secretary of the Russian Mission
to the United Nations.)

**LAW ENFORCEMENT NEWS: What is the greatest difference
in policing in St. Petersburg since the fall of Communism?**

KRAMAREV: There are not very many differences because the essence of police work is the same. We always made law enforcement, we always investigated criminals, but the main thing is that in previous times it was mostly that we served the interests not of the people, but of certain circles, for the government. Not for the whole Russian people. We feel that the attitude of the government is different. The government is more a friend to us, has more good will to police. You know, there are two main organizations in Russia now, and it was in the previous times the same: the KGB, and the militia, or police. During those times it was mostly the KGB which was more preferred by the government.

LEN: What is the relationship now between the KGB and the St. Petersburg police department?

KRAMAREV: It's very friendly. It was the KGB which had to make

most of the political changes, not the militia.

**LEN: Will the present political turmoil in Russia have any effect
on policing, either in St. Petersburg or elsewhere in the country?**

KRAMAREV: I don't think it will have a very large impact on police work — except that such things as meetings and demonstrations take very much of the police resources to guard them. It's only the worse for policing, to provide protection for those who participate in the demonstrations and the meetings.

Two hats

**LEN: You mentioned previously that the police department
reported to two different authorities — both to the Mayor of St.
Petersburg and to the Interior Ministry in Moscow. How does
that two-pronged approach work?**

KRAMAREV: According to the Militia Act of Russia, we have two kinds of police: one is the local police which includes all the patrol policemen and the traffic police. The border patrol and automobile inspection are also included in this kind of local police. The second branch is the criminal police. This is the Federal branch; the local authorities don't have any power over that. It is subordinate only to the Minister of Interior Affairs in Moscow.

LEN: Where do you fit in — in charge of both, reporting to one

**authority in Russia for one thing, and to local authorities for
another?**

KRAMAREV: Yes, in charge of both. The organization I am in charge of is called the Department of Interior Affairs in St. Petersburg. It includes not only those two branches, but, for example, the correctional institutions are also in this organization. The fire division is also in this department. So I'm in charge of practically all law enforcement except for the KGB.

**LEN: That would make an American police chief crazy — to
report to different people for different things. In wearing different
hats, is there ever a conflict? I ask that because during my visit
to St. Petersburg, a situation arose where the Ministry of
Interior Affairs wanted some people sent to a border town for
some purpose, and the Mayor didn't want it done. . . .**

KRAMAREV: Such situations are very uncommon because the Mayor of St. Petersburg practically always is against the decisions taken in Moscow.

LEN: So where does that put you?

KRAMAREV (laughing): I act very simply. I leave it to the Mayor and the Minister of Interior Affairs, and wait to see who will win. It's more often the Minister of Interior Affairs who wins in such situations.

"Stealing incidents are so very much in number, and the processing of investigation is so complex and so difficult, that we can't catch up with the rise. My men are doing their best, but it's very hard for them, and they can't do any more."

LEN: Apart from what you've mentioned, could you describe the overall responsibilities and organization of the department?

KRAMAREV: I already mentioned the criminal police. Another division is the public security service, which investigates street crimes and is also responsible for reporting such crimes to the administrative court. It's more often a matter of fining somebody, of the fines for street crimes. These two are the major directions of the work of my department. The criminal police also has very many subdivisions inside of it. For example, there is a division which investigates drug crimes, an office for investigating murders, an office for investigating economic crimes. There is also a subdivision for fighting organized crime.

To investigate everything

LEN: What is the biggest problem facing the department now?

KRAMAREV: First of all, the so-called property crime is rising. Stealing incidents are so very much in number, and the processing of investigation is so complex and so difficult, that we can't catch up with the rise. My men are doing their best, but it's very hard for them, and they can't do any more. This problem gives rise to many other problems. The policemen are beginning to quit the job. The job is very hard and the pay is low, and we don't have enough men to investigate everything.

LEN: Many departments in this country have all but given up on trying to solve property crime. They put their resources into dealing with violent crime because property crime has never been easily solvable. . . .

KRAMAREV: That's what my department has to do, too. But there is a rule: if there was a crime, a registered crime, you have to investigate it. The prosecutor demands that the police investigate any crime which was registered. Because of that, they had some conflicts with the prosecution, but they can't do anything about it.

LEN: Does he have to send someone, an investigator? In many American departments, if a car is stolen, or a home is burglarized, the victim is expected to call in a report, or go to the police station to report the crime. They won't send anybody.

KRAMAREV: Oh, really? I never knew that. Next time you are in St. Petersburg, say everything about this to the deputies who are in authority, because they don't have such a system of priorities. But practice shows that the result is the same. They can't do anything about that. Very often those deputies send a request which says: "Somebody stole a camera from Citizen X's car, and the police didn't do anything. Report to me what you are going to do about it." And they had to do something about it.

LEN: Can you move personnel and other resources freely from one branch to another? For example, one doesn't see too many cars on the city's streets. Could officers be shifted from the traffic division and put into patrol or investigation?

KRAMAREV: Yes, and we often do things of that kind. The people who work on patrol very often work for only two or three years, and after that they go to the detective division, take some studies, and work as operatives.

LEN: That creates a problem, particularly if you have a lot of attrition. For example, in the United States there's a movement to put more patrol officers on, and thus many departments are trying to find reward systems to keep the effective patrol officer in place. Usually the idea is: you patrol, and then you want a desk job. Are there any incentives to keep the patrol officer on patrol?

KRAMAREV: We have a lot of rewards for patrol policemen to stay where they are, and not go to a permanent desk job. First of all, it's money rewards. Then we have two more kinds of rewards. First is the growth in position: from the lower level, to the higher level. We have a system of ranks, which is different from your local police. The ranks are just the same as in the army. You can stay in patrol, and you can become a general in the patrol service without going anywhere. In the Russian police, the system is very much like in the army. We have platoon commanders and regiment commanders in the militia.

Underground economy

LEN: We're hear constant news reports that corruption is becoming widespread in Russia. Is it true? And does the police department have jurisdiction in weeding out public corruption, or is that left to another agency to handle?

KRAMAREV: It's true that the corruption is much greater now than it was in previous times. This January, there were two conferences which were held by the President and the Vice President on this matter. They created a plan of action to fight the corruption. The fulfillment of that plan was suspended because of the latest developments in the country. The Russian press was saying that the President announced a war against organized crime and corruption, but it was not begun. It's the police and the KGB which investigate that kind of crime. But in the plan which was created in January or February, the President says that every law enforcement agency has to unite with another one and to act in concert. That includes the KGB, the police or militia, the revenue service, and even the intelligence service.

LEN: What is the difference between "organized crime" and what used to be called the "black market"?

KRAMAREV: The black market supposed that trade was prohibited not only in such items as drugs or weapons, but practically every kind of private trade. If you sold something, you were considered to be a member of the black market. For example, in those times, if someone wanted to sell raincoats, and he didn't have a state license — and there were practically no state licenses because it was only the state who conducted trade — his actions would be investigated and he would be considered to be a black marketeer. Now, everybody can sell everything. There are also items which are still prohibited — for example, drugs, weapons, but not such items as pornography. You can sell pornography freely now, and it arouses a lot of protests from the population.

It's very important for us to develop new laws fighting organized

"The President says that every law enforcement agency has to act in concert. That includes the KGB, the police, the revenue service, and even the intelligence service."

crime and corruption because right now we have a lot of private companies which sell everything, and they get a lot of money, very often illegally, and that money is transferred to the West, and the state doesn't get anything from it. There are no regulations on exports. A lot of raw materials go out of the country and nobody can stop it. It's the same with art pieces, which are brought out of the country without any laws to stop it. It's small fry when somebody is caught in the airport. Even if a person is caught with an art piece by the customs service, the only thing they can do is confiscate the item. We're talking here about large truckloads over the roads, or oil going through the pipelines to foreign countries. Nobody knows how much was sent and what we get for it. We call it the wild export. There is a comparison now: We say that we have the same kind of economy and laws now as it was in the United States 150 years ago. The one who's got the gun, he's the right one.

More bang for the ruble

LEN: What are your laws like as they pertain to private ownership of guns?

KRAMAREV: There are no new laws on guns. The old ones are very strict, and they prohibit carrying a gun, any weapon, without a license. It's very hard to get that license.

LEN: In New York, although there are very tough gun-control laws, there are also plenty of illegal weapons. Do you also find that to be the case?

KRAMAREV: There are a lot of illegal guns in the hands of the population. We very often arrest people for illegal weapons and send those cases to court.

LEN: Is the court very tough in such cases?

KRAMAREV: Sometimes it's two or three years in prison for an illegal weapon, but that's the top punishment. More often it's only a fine or probation. With the disintegration of the Soviet Union, there were a lot of problems in the army. There was a situation with a regiment in the territory of the Ukraine. The Ukrainian Government said, "You are subordinate to our military," but a lot of people didn't want to be under Ukrainian power. They would take their weapons and go into Russia. So because of veterans, there are a lot of illegal guns right now. There was a case, for instance, a month ago, when a 13-year-old boy was arrested in St. Petersburg because he was going around the city carrying a bazooka! When he was asked where he got it, he said that a friend of his just presented it to him.

LEN: How much of a problem is police corruption in Russia?

KRAMAREV: We have our problems. Such cases are brought to the surface most often by the police themselves, and the cases are then investigated by the prosecution. A prosecutor agrees to arrest the policeman very easily because if you want to arrest a common citizen, you have to get a lot of evidence. But not in the case of the police. We have a special subdivision in the department, which among ourselves is called our counterintelligence.

LEN: Like our internal affairs?

KRAMAREV: Yes. It's a small subdivision. There are only 12 people in the St. Petersburg department, but they have a lot of work.

LEN: Is corruption usually a case of people paying off the police to look the other way rather than take action against crime?

KRAMAREV: That's more often the case. I'm doing illegal business, or something like that, and you close the eyes so you don't see it, and I'm paying for it. It's like that.

Workers unite!

LEN: American police unions often have some say in how police discipline is administered. Do you have a police union of any kind in St. Petersburg, and if so, what sort of influence does it have in terms of administration and discipline?

KRAMAREV: They recently created that kind of a union. There

are about 10,000 police in the department, and only 300 of them are in that union. This union which unites the policemen was created approximately two years ago, but it's still kind of unofficial because they don't have any treaty with the administration, and they are just working on the papers.

LEN: It'll get bigger.

KRAMAREV: I'm ready for it. When they have the treaty, it will be more clear, but right now they don't have the legislation for it.

LEN: In this country many departments are now looking more closely at the use of force by police. Does your department get a lot of complaints about police brutality?

KRAMAREV: I have been very proud that the St. Petersburg militia didn't have such cases. There are complaints that the police use excessive force, but it's more often that such cases are registered during demonstrations and meetings when there are a lot of people and the police have to do a job of crowd control. I mean the crowd control and police brutality in the recent period. It was only recently when the first case was registered in St. Petersburg. There was a meeting and protest in support of a very popular official. The crowd was trying to get inside of the police station and the militiamen who were guarding the station entrance were opposing them. The protesters took wooden bars and they were trying to get inside. They smashed the [militiamen's] face masks, and the militiamen had to use their clubs. Because of this, there was a complaint that there was excessive force, and now it's in progress. The complete thing is being investigated. But I don't think it was excessive use of force because there was a danger to the officers.

LEN: What about a case involving an ordinary criminal who gets roughed up by the police?

KRAMAREV: In Russia you have to go to the local prosecutor, fill out the complaint, and it's investigated by the prosecutor. But if during opposition to the police the criminal uses a gun, nowadays the police more often use their guns themselves. Every one of these cases is investigated, even if he discharged his gun and he didn't hit anyone. The investigation is led by the prosecutor because in Russia it's considered that if a policeman commits a crime, he can't be investigated by the police. Someone else has to investigate it, and it's usually the prosecution.

LEN: What do you find to be the most rewarding aspect of your

Continued on Page 10

Rosenthal:

Problem-oriented policing: now & then

Editor's Note: The following column originally appeared in December 1977 in the Riverdale (N.Y.) Press, where it addressed with surprising prescience the community-based and problem-oriented policing phenomena that are now gripping law enforcement in the early 1990's. Its author was then a captain in command of New York City's 6th Precinct, and is now an assistant chief assigned to monitor the Police Department's progress toward adoption of an agencywide community policing posture.

By Aaron Rosenthal

I recently shared a platform with my counterparts from the Highway, Sanitation and Traffic Departments and I marveled at the way they could guarantee community satisfaction. The pothole WILL be filled. The garbage WILL be removed. The sign WILL be replaced. Imagine the consternation when I tried to follow that act by promising to TRY to remove the peddlers, by pledging to ATTEMPT to eliminate the street musicians, then vowing to SEEK a solution to the vagrancy conditions in the area.

It was not that my three counterparts were promising more: It was simply that I could deliver less.

The rather obvious point is that a police depart-

ment is unique in its problem-solving efforts because, by and large, it neither can nor should act unilaterally. The police are the first step in a system that all too often fails to operate effectively beyond that first step.

In a recent mayoral primary, much was made of the issue of capital punishment. Polls indicated that the public believes the presence of a death penalty would create an atmosphere of respect for the law that would eventually result in a reduction in crime. It is not my intention to debate this emotional issue at this time. I would prefer instead to use this space to offer the kernel of another theory, one that I began to ponder shortly after my appointment as a foot patrolman in Harlem, nearly 17 years ago, and one that I have raised in public forums since I became a captain over five and a half years ago.

I believe the erosion of the quality of life in our town began when our "system" demonstrated its inability to cope -- not with murderers at the top of the scale, but with the petty violators at the bottom. Once the word was out that the "system" could not and would not effectively deal with the graffiti artist, the drunk in the hallway, the aggressive panhandler, the neighbor with the blasting radio, the habitual peddler, the petty thief, the late-night noisemakers, the garbage picker, vandals, dese-

crators, public urinators, kids under 16, litterers, careless dog owners, and on and on... once that word was out, the seed was planted that has since blossomed into a full-grown disrespect for our laws.

When the neophyte violator first encounters the criminal justice system, it is inevitably at the lowest levels on the scale of "criminality." What he takes away from this encounter is the realization that the expected awesome trinity of police, courts and jail is merely a paper tiger.

In order to resurrect the quality of life that once existed in this city, we should begin at the bottom of the scale. We must create an atmosphere where the non-violator is discouraged from becoming a violator. We must have a solid foundation upon which to rebuild the respect for law that certainly did exist in our boroughs. We must indeed stoop to conquer.

Over the recent years we have directed our political pressure, like a cannon, up-up-up toward the targets at the apex of the criminal scale when, in fact, the system is crumbling at our feet.

Critics of my views have been quick to cite a litany of penal law statutes that cover in toto the examples I listed a few paragraphs back. I usually thank them for helping me make a point, i.e., that a vast number of our citizens believe that once a

law is passed, a condition will go away. I need only to whisper the words "Sullivan Law" to lay that myth to rest.

I began this essay by describing my envy for those agencies that had autonomy to the degree that they could solve the communities' problems within the structure of their own departments.

Community frustration with the Police Department is a result of the gap between the communities' expectations from us and the results they actually perceive. Too often, for example, our citizens expect their police agency to perform in a manner similar to the Sanitation Department.

We both are expected to visit an area, observe the problem, confront it and then remove it.

Unfortunately, the facile parallel ends there. My sanitation counterpart drops his cargo at sea and prepares to deal with the next shipment. Everyone knows that the specific problem will not return. The police dilemma is based upon our position as the first step in a system that functions as if only "high crimes and misdemeanors" had

Continued on Page 10

(Aaron Rosenthal has been a member of the New York City Police Department since 1961. He holds a master's degree from John Jay College of Criminal Justice.)

McNamara:

A long, hot summer: avoiding the spark

By Joseph McNamara

Los Angeles and other large American cities are on the brink of new disorders. There is great temptation to shrink front discussing the possibility of disturbances lest it be seen as supporting insurrection and become a self-fulfilling prophecy for violence. However, the deadly Miami riots of 1979 and 1980 offer ominous parallels to what could follow two Los Angeles trials.

In 1979, police in Dade County caught up with a black motorcyclist named Arthur McDuffie after a high-speed chase. The police beat McDuffie to death with flashlights and clubs, then ran over his body to make it appear to be a motorcycle accident. A jury acquitted the white police officers charged with killing McDuffie. Shortly thereafter, a black superintendent of schools, the most visible black public official in the area, who had been

accused of embezzling school funds, was quickly convicted by a jury. Those verdicts and long-simmering resentment in the black community over discrimination and police brutality provided fertile ground for disorder. The bloody riot began within hours of the verdict.

It is quite likely that in Los Angeles, juries will convict the black rioters who assaulted innocent motorists unlucky enough to have wandered into last year's riot. By contrast, the jury sitting in judgment of the white police officers charged with beating Rodney King is unlikely to convict them. Such verdicts turn as much on the skills of the attorneys as on the facts and abstract truth. Unfortunately, this works against people of color who cannot afford high-priced legal talent. Minority defendants are usually represented by legal aid lawyers. Like the attorneys prosecuting the police

officers, these lawyers are civil servants who do not earn the big fees common to courtroom legal stars of the private bar. On the other hand, lawyers representing the police officers will be well paid from police union defense funds.

Consequently, many minority citizens, with reason, distrust the legal system and are angered by what they see as white platitudes upholding a process that historically supported slavery and discrimination laws and continues to disproportionately convict and punish minority defendants. This disillusionment is not limited to Ice-T and his fans. Sadly, it runs far deeper among law-abiding minority citizens than most whites realize.

I found this out during my police career in New York. I was training minority clerical workers hired to replace cops doing clerical work in police stations. The students were high school graduates

without police records. I was amazed to learn that they firmly believed that every black man brought into a police station was routinely beaten. For months they had worked in police stations. I asked if they had ever seen anyone beaten. They had not, and they conceded that the officers whose jobs they were taking had treated them well. In addition, they did not believe I would have been part of brutality. I was different. At the time, there were occasional cases of brutality, and some were quite serious. But the students, because of past events, believed that brutality and racism was the standard, protected by the legal system.

It seems to me, after a career in police work, that racial tensions are worse than ever because of society's failure to acknowledge and deal with prejudices on both sides of racial issues. Whites and blacks are talking at each other without real communication. Whites say the presumption of innocence is precious and occasional injustices occur, such as the police acquittals in the first trial of the Los Angeles cops. Blacks say the presumption of innocence is for whites. If amateur photographer George Holliday had not videotaped the brutalizing of Rodney King, the same system that acquitted the cops would quickly have convicted King.

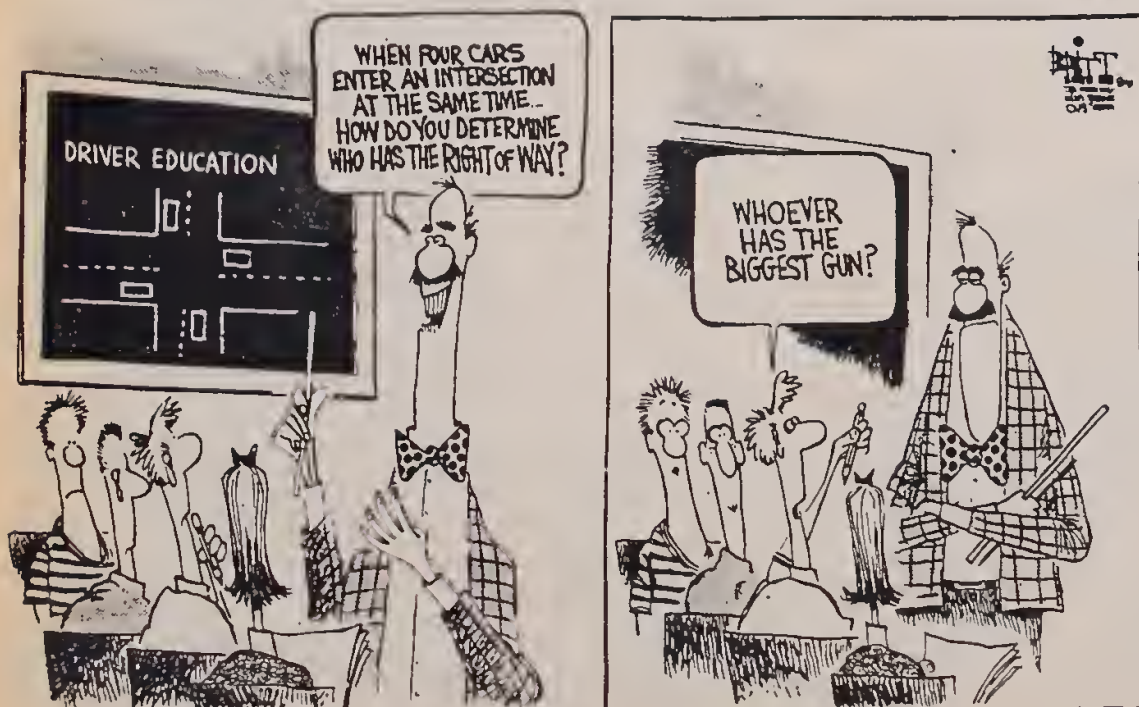
In fact, both sides are correct, but neither seems capable of understanding the other's point of view, and this mistrust impedes the kind of interracial efforts needed to prevent new conflicts.

Continued on Page 10

(Joseph McNamara is a fellow at Stanford University's Hoover Institution. During his law enforcement career he rose to the rank of deputy inspector with the New York City Police Department, and served as police chief of Kansas City, Mo., and San Jose, Calif. This article originally appeared in the San Jose Mercury News.)

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Domestic-violence picture clouds over

Continued from Page 1

end there, however, as the three other sites showed a tendency for arrests to increase violence over a six-month period. Omaha researchers found that 11.9 percent of the suspects arrested for a domestic violence offense were rearrested within six months, compared to 11.3 percent of the suspects who were sent from the home and 8.7 percent of the suspects who were advised by police of the possibility of future arrest.

Interviews with victims in Omaha suggested that arrest provided some deterrence, at least initially. Victims reported one physical injury after the police intervention in 14.7 percent of the arrest cases compared with 20.4 percent of the non-arrest cases. But the Omaha researchers also found that arrest can have an "escalation" effect on violence with the passage of time, with a higher level of repeat violence being committed by the group originally assigned to arrest, as measured by new arrest reports.

"In No Way a Deterrent"

Arrest, or even other formal sanction such as the issuance of citations, was also seen leading to subsequent violence in the long term in the Charlotte study. The study's six-month follow-up period showed that 18 percent of the arrested suspects were rearrested, while 19 percent were arrested after initially being issued a summons. Only 12 percent of the suspects who were advised or separated from the spouse were later arrested. The number of repeat arrests bore out this finding further. The arrest group produced 201 repeat arrests per 1,000 suspects, while the citation group had 259, and the advise/separate group logged 123 arrests.

"There's no reason, based on our results to think that arrest is a deterrent to subsequent abuse," said Ira Hutchison, an associate professor of sociology at the University of North Carolina who assisted in the Charlotte study. "We were really hoping that [arrest] would make a difference and we looked at our data every which way — incidence, frequency, time to failure. In none of those ways was arrest an effective deterrent."

Hutchison said one reason why arrest did not show a deterrent effect could be because a significant number of the suspects had been arrested before. "These were not virgins. We had guys in our sample who had been in prison for killing people."

In Milwaukee, where the study was led by Dr. Lawrence Sherman, who coordinated the original Minneapolis experiment, researchers examined the effect of a 12-hour arrest and two other treatments — a "short arrest" of three hours and a warning that arrest would take place if police had to return to the scene. At 30 days after an incident, arrest was found to have some deterrent effect, with a 7-percent chance of repeat violence by unarrested suspects compared to 2 percent for arrested suspects.

But any protection against future violence was short-lived, researchers found. Within two months after a domestic violence incident, there was no difference in the rate of repeat assaults between men who had been arrested and those who had received warnings from police. Sherman and his research team found that for suspects taken into custody under a three-hour "short arrest," an escalation of violence occurred after one year against any

victim just as it did for the other treatments.

Repeat violence was reported during victim interviews in 30 percent of the short-arrest cases, 35 percent of full-arrest cases and 31 percent of the warning cases.

Marriage, Employment Factors

The research also showed that full arrest offered a modest deterrence in the case of married suspects. Among unmarried suspects, on the other hand, full arrest increased the frequency of repeat violence by 30 percent, and short arrest increased the frequency rate even higher.

But perhaps the most important finding of the Milwaukee study is that arrest increased subsequent violence among unemployed suspects. The study found that arrested suspects who were unemployed were 49 percent more likely to assault their partners in the year following the arrest, compared to men who held jobs. The researchers discovered a rate of 750 repeat assaults per 1,000 unemployed men and 503 assaults per 1,000 employed suspects.

Sherman, who is the author of a recent book on the replication studies titled "Policing Domestic Violence," said the Milwaukee results show that "unemployment is the most consistent indicator of when arrest backfires, compared to when arrest is going to work."

Unemployment, Sherman stated, "is probably the most symbolic indication of people not having a stake in conventional society." Jobless suspects have a lot less to lose and thus are less fearful of the consequences of arrest, he added.

Data analyses focusing on the employment status of suspects also showed

that arrest appears to deter future violence among employed suspects in Metro Dade and Colorado Springs. Six-month interviews with victims in the Metro Dade study revealed that 33.3 percent of the unemployed arrestees committed further violence, compared with 8.6 percent of the arrested suspects with jobs.

"We're not about to say that police ought to make an arrest depending on employment status," said Pate. "But we've got to be aware of the fact that there is a risk that making an arrest in some cases may not help and might even endanger the victim."

Detering the Deterrable

In Colorado Springs, arrest serves as a deterrent "for the people who could be deterred," said Birk. Unlike samples in some of the other replications, most of the suspects in Colorado Springs were employed — 20 percent of them by the military — with greater stakes in conformity.

"If you have something to lose, arrest makes a difference," Berk observed. "If you don't have something to lose — you've been arrested about a half-dozen times and you're unemployed and nobody cares about you anyway — then an arrest is no big deal."

An analysis of the Omaha data by the Crime Control Institute also found a deterrent effect of arrest for employed suspects. Arrest increased the frequency of recidivism among unemployed suspects by 52 percent, from 412 to 627 incidents per 1,000 suspects. But among the employed, arrest reduced the rate of subsequent violence by 37 percent, from 280 to 176 incidents per 1,000 annually.

Researchers in Omaha also tested the effects of another alternative approach — issuing on-the-spot arrest warrants for suspects not at the scene when police arrived — which appeared to offer an even more effective deterrent to future violence than immediate arrest, separating the couple, offering counseling or warning suspects about the risk of arrest in future incidents.

To compare the effect of the warrants, police took an offense complaint from victims but did not issue a warrant. Instead, they advised victims on how to obtain an arrest warrant. Suspects were either served with a warrant,

received a letter from the prosecutor's office advising them to come in to discuss the matter or were told by victims or others that a warrant was to be issued. Prosecutors issued warrants to about 75 percent of the suspects.

What, But Not Why

The researchers found that suspects in the no-warrant group were twice as likely to be rearrested for a domestic violence incident against the same victim than those in the warrant group. At six months, 12 percent of the suspects in the no-warrant group were arrested compared to 5 percent in the warrant group, and at one year, 21 percent of the no-warrant suspects were arrested compared to 11 percent of the warrant suspects.

Interviews with victims revealed that 30 percent were injured by suspects in the no-warrant category after six months, compared to 16 percent in the warrant group. At the one-year mark, 35 percent of the victims reported new attacks by no-warrant suspects compared to 19 percent in the warrant cases.

The suspects who received warrants "had a substantive and statistically significant lower recidivism rate across all the variables we looked at compared to those who did not have a warrant issued. And we don't know why," said Franklin Dunford, the principal investigator of the Omaha study.

Dunford, a researcher at the Institute of Behavioral Science at the University of Colorado-Boulder, said the finding begs further study — perhaps through replications in other cities.

"We did a good deal of work to try to see if there was something about the two groups that would give us some clues as to why in one group, warrants might be more effective than another," he said. "I wasn't able to identify anything but that's not to say further research may not identify something. We weren't able to explain it."

But Dunford has theorized that the warrant may have a "sword of Damocles" effect on suspects, representing a hovering threat of arrest that motivates the suspect to avoid any behavior that might put him into contact with police.

(Coming up in LEN: The implications of the new studies for law enforcement policy and procedure.)

The Minneapolis study: policy gets made despite cautions

The Minneapolis domestic-violence study, conducted by the Police Foundation from 1980 to 1983, "was the first randomized experiment in the use of arrest for any offense anywhere," according to Dr. Lawrence Sherman, who served as that study's coordinator.

There, after analyzing official police records, Sherman's research team found that 10 percent of the arrested suspects committed repeat domestic violence during a six-month follow-up period, while 19 percent of the suspects who were counseled by police committed further violence. Of the suspects who were ordered away from the home for an eight-hour "cooling-off period," 24 percent repeated violence against the same victims.

Interviews with victims pegged the recidivism rates at 19 percent for arrested suspects, 37 percent for those advised by police, and 33 percent for suspects ordered from the home.

Study Changes the Picture

The "arrest works best" conclusion had profound implications for police, who are usually the first to respond to "domestics" and do so up to 8 million times a year, according to one unofficial estimate.

The experiment also gave ammunition to victims' advocates who believed that arrest deterred future incidents of domestic violence. Arrests on charges stemming from such incidents were uncommon to that time; the Minneapolis experiment helped to change that, coupled with an increase in civil liability lawsuits by victims who charged that police didn't do enough to protect them from abusive partners.

In one of the most publicized lawsuits involving a claim of failure to protect, a Federal jury in 1985 rendered a \$2.6-million judgment against the Torrington, Conn., Police Department on behalf of Tracy

Thurman, who had been beaten and slashed nearly to death in attacks by her husband, some of which occurred in the presence of police. Thurman said she had tried to get police to arrest her husband several times over a seven-month period.

Proceed With Caution

The Minneapolis researchers recommended that "on the basis of this study alone, police should probably employ arrest in most cases of minor domestic violence." But because of the experiment's small sample size of about 300 cases, the researchers strongly advised against using the findings to adopt mandatory arrest policies, arguing that for some kinds of suspects, arrest may only make matters worse.

"It may be premature to conclude that arrest is always the best way for police to handle domestic violence, or that all suspects in such situations should be arrested," they wrote. They did recommend that police be permitted to make warrantless arrests in misdemeanor domestic violence cases, and at least 11 states have since adopted legislation to that effect. The Minneapolis Police Department did not make arrest mandatory, but required officers to file a report on why an arrest wasn't made.

The researchers' cautionary recommendations were cast to the wind by legislators in at least 16 states who adopted mandatory-arrest laws in domestic violence cases. Some proponents cited the Minneapolis findings while arguing for the need of such measures. Support for arrest also gained momentum in individual police departments, according to a Police Foundation survey, which found that by 1988, 90 percent of the agencies it polled in cities with over 100,000 population "encouraged" or "required" arrest in domestic violence cases.

— Jacob R. Clark

Crime rate stays stable, but fear still prevails

Researchers in Minneapolis and St. Paul, Minn., are puzzled as to why residents who were surveyed about their pressing concerns chose crime as their chief worry, even though the crime rate in the Twin Cities has not increased appreciably in the past year.

A study by the Metropolitan Council showed that 41 percent of 805 adults surveyed identified crime as their most important concern last year. Researchers said that was the highest percentage given to any issue in the decade since the poll was first conducted. About 75 percent — live in suburban areas, where crime has not traditionally been a major concern. The rest were from Minneapolis and St. Paul.

"I don't know exactly what it is that has generated this concern," said Michael Munson, a principal planner and researcher for the Metropolitan Coun-

cil. "It's coming in the face of no particular rise in crime rates."

Twenty-six percent singled out the economy as a main concern.

In seven of the 10 years the survey has been conducted, crime has been listed as one of the top two or three regional issues. Taxes have ranked as the first or second most important regional issue in nine of the 10 years.

Munson told the Minneapolis Star-Tribune that recent high-profile crimes, such as the murder of Minneapolis police Officer Jerry Haaf last fall, may have served to heighten concerns about crime. "There has been so much crime coverage — particularly the nightly news seems to be dealing in crime as a feature story," he told the newspaper. Nevertheless, Munson said he was surprised that concerns about crime were so high.

Interview: Gen. Arkady Kramarev

Continued from Page 7
job — and the most frustrating?

KRAMAREV: The most rewarding thing is that I feel I do a very useful job. Even in such hard times I feel I can do it professionally, and not anybody, even with a lot of experience, could do such a job. The most frustrating thing is that very often the authorities, both local and federal, don't always understand how much it takes to keep some safety in the streets and not to let the people shoot each other. The situation is very explosive right now because there are a lot of psychopathic and very hysterical people who are going out with very dangerous slogans, and they are trying to do the worst. The police are between them. It takes a lot of effort.

LEN: Do you find that the public is more trusting of police now than it was before the breakup of the Soviet Union?

KRAMAREV: The public trusts the police more now. The St. Petersburg police had very good relations with the public right after the putsch of 1991. Before that, the public was seeing the police as a force which could fulfill any order from anybody, but during the putsch, the police refused to fulfill the orders of the authorities. People were very impressed with that.

LEN: What does the future hold?

KRAMAREV: Our best hope is that the Russian politicians sooner or later will end their fighting, and begin their real work and pay some attention to the population of their country. After that things will change for the better. That's what we hope and pray. As soon as things change for the best, I will retire because I am very tired.

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Forum:

Averting a long, hot summer

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It is no great secret that blacks and whites alike fear young black men in urban settings — with or without cause. Neither minorities nor whites want the police made impotent by fears of false brutality complaints. As a result, the occupation army-type policing symbolized by Daryl Gates and the LAPD has more public and political support than we like to believe. Because people are frightened, juries are reluctant to convict cops accused of using unnecessary force against suspects. The same fear inclines jurors, especially white jurors, to convict minority defendants with criminal histories and poor records of schooling and employment. The fear of crime has also allowed demagogues misrepresenting the Second Amendment to encourage senseless purchase of firearms, which further fuels violence and racial conflict.

The difference between last year's Los Angeles riot and those of the 1960's is that the permanent underclass is now larger and more alienated from traditional values. In addition, millions of military-type assault rifles have been sold. In Los Angeles, it took only one or two unorganized individuals armed with

these weapons to pin down the police and firefighters. Arson and looting spread to the point that the airport had to be closed because of smoke, and 8,000 troops deployed for several days before order was restored.

No one factor will prevent future riots. Nevertheless, it is important for leaders, both private and public, to foster interracial understanding and cooperation. Our country needs to provide better housing, education and jobs to those people ready to riot because they have no future. Those with a stake in America will be less likely to be attracted to anarchy. Crime, violence and public safety in America ought to be viewed as a matter of national interest of the same magnitude as the Iraqi invasion of Kuwait, or the fighting in Bosnia and Somalia. The Clinton Administration should convene a commission to study violence and recommend ways to make America truly a kinder and gentler place. Slogans alone do not work.

On the positive side, Willie Williams, the new Police Chief of Los Angeles, has made it clear that he rejects the incendiary style of his predecessor and has begun riot control training programs and community policing

efforts, which promote trust and calm. Many minority leaders are also working hard to discourage a violent response should the verdicts be viewed as unfair. Still, it is important that President Clinton live up to his campaign pledges to bring about positive changes in economically depressed inner cities.

The nation's police, for their part, must be sure that a riot is not sparked by inappropriate police conduct. At the same time, officers must be trained and deployed to quickly and firmly arrest those who incite riots. In Los Angeles especially, the police must develop neighborhood trust and support for their efforts. Chief Williams has endorsed a Police Corps program that would bring idealistic, college-educated cops into neighborhoods to help break up the negative, macho police culture of the past. Los Angeles could again become a national model of how to do police work and repudiate Daryl Gates's legacy of how not to police a city.

We should all hope that Los Angeles does not fall into anarchy after the trials. If the City of Angels goes up in flames again, it is unlikely that the rest of the nation will escape unscathed during the long summer.

Problem-oriented policing, circa 1977, revisited in 1993

Continued from Page 8

any import. The sad result is that, notwithstanding the hundreds upon hundreds of statutes, codes and laws, the Police Department is an isolated, almost impotent agency when it comes to dealing with the "low-level" annoyances that make life miserable.

Through it all, we continue to do our job. More arrests, more summonses, more service, more, more, more — and all the while the community rightfully perceives the problem as becoming worse, worse, worse.

The criminal justice system approach to dealing with petty violators reminds me of the Wizard of Oz. Ostensibly an all-powerful, fire-breathing tower of strength, it is actually a tired,

amplified old soul with unreal solutions to real problems.

I started by saying this was the kernel of a theory. I must reiterate that. The primary purpose of this column was to present a point of view, not to offer a final solution. But there must be a better way. As it now stands, summonses and desk appearance tickets are issued and often stockpiled until they are either disregarded or pleaded to en masse at a

fraction of the penalty. In view of this, there is some likelihood that the summoning process vis-a-vis petty violators is in fact costing the city money.

We must re-examine our approach to crime and deterrence. Someone in the political structure must address the problem of the low-level, pernicious weeds that threaten to strangle our community and forever destroy the quality of life in our once fair city.

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Upcoming Events

MAY

16-22. **Providing Executive Protection.** Presented by the Executive Protection Institute. To be held in Winchester, Va.

17. **Designer Drugs: The Synthetic/Nuclear Age.** Presented by Investigator's Drug School. To be held in Fort Lauderdale, Fla. Fee: \$95.

17-18. **Communication Center Call-Taker/Dispatcher Telephone Interviewing Techniques.** Presented by the University of Delaware. To be held in Brewster, N.Y. Fee: \$275.

17-18. **Criminal Investigative Analysis.** Presented by the University of Delaware. To be held in Wilmington, Del. Fee: \$325.

17-19. **Civil Liability of Police Administrators.** Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$400.

17-21. **Internal Affairs & Ethics.** Presented by the Southwestern Law Enforcement Institute. To be held in Dallas. Fee: \$295/\$395.

17-21. **Police Supervisor In-Service Training.** Presented by Pennsylvania State University. To be held in University Park, Pa. Fee: \$410.

17-21. **Crime Scene Techniques Involving Surface Skeletons & Buried Bodies.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425.

17-21. **Criminal Patrol Drug Enforcement.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425.

17-21. **Homicide Investigation.** Presented by the Institute of Police Technology & Management. To be held in St. Petersburg, Fla. Fee: \$425.

17-21. **Photography In Traffic Accident Investigation.** Presented by the Institute of Police Technology & Management. To be held in Tallahassee, Fla. Fee: \$450.

17-21. **Undercover Drug Enforcement Techniques.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$495.

17-21. **Basic Technical Surveillance I.** Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$650.

17-21. **Basic Police Motorcycle Operation.**

Presented by the Northwestern University Traffic Institute. To be held in Milwaukee. Fee: \$750.

17-21. **Practical Crime Scene Workshop.** Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$550.

18-20. **Street Survival '93.** Presented by Calibre Press. To be held in Rapid City, S.D. Fee: \$159 (all three days); \$135 (first two days only); \$85 (third day only).

19-21. **Police In Crisis — Molding Public Opinion.** Presented by Rollins College. To be held in Orlando, Fla. Fee: \$195.

19-21. **Internal Affairs Seminar.** Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$400.

19-21. **Asset Tracing: Fraud/Financial Investigation Procedures.** Presented by the Investigation Training Institute. To be held in Dallas. Fee: \$595.

23-26. **Community Corrections: Saving Dollars & Lives.** Presented by the Council of State Governments and the American Probation and Parole Association. To be held in Tampa, Fla. Fee: \$195.

24-25. **The Occult & the Community.** Presented by the University of Delaware. To be held in Braintree, Mass. Fee: \$275.

24-25. **Crisis Management & Contingency Planning.** Presented by the University of Delaware. To be held in Wilmington, Del. Fee: \$395.

24-26. **Advanced SWAT Techniques.** Presented by Rollins College. To be held in Orlando, Fla. Fee: \$265.

24-28. **Basic Criminal Investigation.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425.

24-28. **Police Applicant Background Investigation.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425.

25-27. **Monadnock PR-24 Police Baton Instructor Certification Course.** Presented by Pro-Systems Inc. To be held in Bloomington, Ill. Fee: \$295.

25-27. **High-Risk Incident Management.** Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$250.

25-27. **Asset Tracing: Fraud/Financial**

Investigation Procedures. Presented by the Investigation Training Institute. To be held in Fort Lauderdale, Fla. Fee: \$595.

26-28. **The Internal Affairs Function.** Presented by Rollins College. To be held in Orlando, Fla. Fee: \$225.

27-28. **Drug & Narcotics Investigation.** Presented by the University of Delaware. To be held in Braintree, Mass. Fee: \$285.

27-28. **Interviewing the Sexually Assaulted or Abused Child.** Presented by the University of Delaware. To be held in Wilmington, Del. Fee: \$300.

27-28. **Minimize Law Enforcement Risk through Policy Development.** Presented by Jacksonville State University. To be held in Birmingham, Ala.

JUNE

1-2. **Executive/VIP Protection.** Presented by the Executive Protection Institute. To be held in Chicago.

1-2. **Burglary & Robbery Investigation.** Presented by the University of Delaware. To be held in Cherry Hill, N.J. Fee: \$300.

1-3. **Advanced Interview Techniques.** Presented by the University of Delaware. To be held in Wilmington, Del. Fee: \$350.

1-25. **School of Police Supervision.** Presented by the Southwestern Law Enforcement Institute. To be held in Dallas. Fee: \$595/\$750.

2-4. **Monadnock Straight Baton Instructor Certification Course.** Presented by Pro-Systems. To be held in Bloomington, Ill. Fee: \$295.

3-4. **Confrontation: Violence in the Workplace.** Presented by the Executive Protection Institute. To be held in Chicago.

3-4. **Concealment Areas within a Vehicle.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$275.

6-8. **Street Survival '93.** Presented by Calibre Press. To be held in Rosemont, Ill. Fee: \$159 (all three days); \$135 (first two days only); \$85 (third day only).

7-8. **Physical Security Systems Design.** Presented by the Executive Protection Institute. To be held in Chicago.

7-8. **Approaches to the Conduct of a Financial Crime Investigation.** Presented by the University of Delaware. To be held in

Wilmington, Del. Fee: \$350.

7-9. **Gypsy Culture, Crimes & Investigations.** Presented by the Institute of Police Technology & Management. To be held in Phoenix. Fee: \$325.

7-11. **Basic Composite Art Sketching.** Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$350.

7-11. **Criminal Personality Profiling.** Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$550.

7-11. **Basic Telephone Systems I.** Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$650.

7-11. **Advanced TEAM-UP Database Management.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$575.

7-11. **Drug Unit Commander Seminar.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$425.

7-11. **Investigation of Pedestrian Accidents.** Presented by the Institute of Police Technology & Management. To be held in Toronto, Ont. Fee: \$425 (US).

8-10. **School Violence.** Presented by the Florida Crime Prevention Training Institute. To be held in Orlando, Fla. Fee: \$175.

9. **Disorders, Disruptions & Disasters.**

Presented by the American Society for Industrial Security, Washington, D.C., Chapter. To be held in Washington. Fee: \$100.

9-11. **Asset Tracing: Fraud/Financial Investigation Procedures.** Presented by the Investigation Training Institute. To be held in San Francisco. Fee: \$595.

14-18. **Advanced Telephone Systems II.** Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$650.

14-18. **Advanced Composite Art Sketching.** Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$450.

14-18. **Practical Homicide Investigation.** Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$600.

14-18. **Commercial Security.** Presented by the Florida Crime Prevention Training Institute. To be held in Inland Empire, Fla. Fee: \$215.

14-18. **Supervising a Selective Traffic Law Enforcement Program.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$450.

14-18. **Practical Crime Scene Workshop.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$495.

Maryland mulls action on police use of radar

Continued from Page 1

board facing forward through the windshield, as are those used by the State Police are, the windshield "refracts" the signal outward, "so none of the radiation is reflected back into the vehicle at all."

Placing the antenna outside the vehicle limits a device's effectiveness and may place officers in greater danger, Stein contended. "We feel that the antenna is a bigger hazard outside the vehicle, particularly when it's placed in the forward mode. Most of our radar units are moving radars, and if you place the antenna outside the patrol car facing forward, you're subjecting the officer to more radiation than if it was placed in the proper position on the front dash mount."

If the antenna is outside facing the rear of the vehicle, the unit can be operated only when the vehicle is parked, he added.

Stein said he has used radar throughout his entire career and feels that if used properly, the units pose minimal danger to officers. "I've been a radar operator for 24-plus years. My hair hasn't fallen out, my testicles haven't shrunk up and I'm in pretty good shape. If I find out that radar is unsafe, I'll be the first one to cry wolf so everybody can hear it."

The State Police does not require troopers to use radar, said Stein. "If you don't want to be in the radar program, all you have to do is indicate that and we'll let you out of the program."

Sgt. Patrick Drum, a 28-year veteran who is president of the Troopers Association, said the group threw its support behind the measure after concerns were raised about the issue at several meetings of the National Troopers Coalition. Few hand-held units are used by troopers, he said, and the antennas of most two-piece models are mounted outside the car. "The bill was more or less a safeguard," he said. "The bill was put in to try to come up with

some guidelines for the use of radar — not against radar — just trying to correct the way it is used."

"Sometimes an ounce of prevention is worth a pound of cure and that's the way we look at this bill," Drum told LEN.

Charlie Blumenthal, an aide to the bill's sponsor, Delegate Rosa Lee Blumenthal, said she introduced the legislation after reading reports about the radar-cancer controversy. "We're concerned," he told LEN. "To let our police officers, who have to face all kinds of dangers, use this instrument — which may be even more dangerous than facing down some drug addict — is just a cruel thing to do."

The bill would probably be held "for summer study" because it does not currently have much support in the Legislature, Blumenthal conceded. "But it's important they do [approve] it, and it's important that police officers report these illnesses," he said.

None of the sources contacted by LEN knew of any reports of cancer-stricken officers in Maryland who link their illnesses to radar use.

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For further information:

(Addresses & phone/fax numbers for organizations listed in calendar of events.)

American Society for Industrial Security, Washington, D.C., Chapter, 100 Pennsylvania Ave., Falls Church, VA 22046-3239. (703) 237-2513. Fax: (703) 533-0358.

Barton County Community College, Attn: James J. Ness, Director, Administration of Justice Programs, R.R. 3, Box 136Z, Great Bend, KS 67530-9283. (316) 792-1243. Fax: (316) 792-8035.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 322-0037.

The Council of State Governments, Attn: Moira Wiley, Iron Works Pike, P.O. Box 11910, Lexington, KY 40578-1910. (606) 231-1917. Fax: (606) 231-1943.

Davis & Associates, P.O. Box 6725, Laguna Niguel, CA 92607. (714) 495-8334.

Executive Protection Institute, Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611. (703) 955-1128.

Florida Crime Prevention Training Institute, Division of Victim Services & Criminal Justice Programs, PL-01, The Capitol, Tallahassee, FL 32399-1050. (904) 487-3712. Fax: (904) 487-1595.

Institute of Criminal Justice Studies, Southwest Texas State University, West Campus-Canyon Hall, San Marcos, TX

78666-4610. (512) 245-3030, 31. Fax: (512) 245-2834.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

Investigation Training Institute, P.O. Box 669, Shelburne, VT 05482. (802) 985-9123.

Investigator's Drug School, P.O. Box 1739, Fort Lauderdale, FL 33312. Fax: (305) 753-9493.

Jacksonville State University, Office of Continuing Education, 700 Pelham Rd. N., Jacksonville, AL 36265-9982. (205) 782-5918.

JRSA National Computer Center, 444 N Capitol St., Suite 44, Washington, DC 20001. (202) 624-8560. Fax: (202) 624-5269.

National Intelligence Academy, 1300 N.W. 62nd St., Fort Lauderdale, FL 33309. (305) 776-5500. Fax: (305) 776-5005.

New England Institute of Law Enforcement Management, P.O. Box 57350, Boston Park, MA 02157-0350. (617) 239-7033.

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204. 1-800-323-4011.

Pennsylvania State University, Administration of Justice Program, Attn: Kathy Karchner, 410 Keller Conference Center, University Park, PA 16802-1304. (814) 863-3551. Fax: (814) 865-3749.

Performance Dimensions Inc., P.O. Box 502, Powers Lake, WI 53159-0502. (414) 279-3850. Fax: (414) 279-5758.

Pro-Systems, P.O. Box 261, Glenview, IL 60025. (708) 729-7681.

Quantico Group Associates Inc., 3904 Lansing Court, Dumfries, VA 22026-2460. (703) 221-0189. Fax: (703) 221-3836.

Rollins College, Public Safety Institute, 1000 Holt Ave., #2728, Winter Park, FL 32789-4499. (407) 647-6080. Fax: (407) 647-3828.

Southwestern Law Enforcement Institute, P.O. 830707, Richardson, TX 75083-0707. (214) 690-2370.

University of Alabama, Division of Continuing Education, Attn: Christie Miller, Conference Coordinator, Science Building, Room 129, Huntsville, AL 35899. (205) 895-6372. Fax: (205) 895-6760.

University of Delaware, Division of Continuing Education, Attn: Jacob Haber, 2800 Pennsylvania Ave., Wilmington, DE 19806. (302) 573-4487.

Law Enforcement News

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Striking a blow for abused women (and informed policy-making):

Researchers try to get a fix on the value of arrest in domestic violence cases, but studies in five cities suggest that there is no single answer.

On Page 1.



David Seavey / USA Today

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